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MEMORANDUM FOR: Director of Central Intelligence

SUBJECT: National Intelligence Officers and
National Intelligence Products

1. The IC Staff proposals for improving national intelligence products were set forth in our briefing entitled, "Recommendations for the Development of National Intelligence Products".

2. Two tasks were involved in our study of national intelligence production. The first was a determination of what products the national consumer needed; the second, an analysis of the mechanics of production required to produce these products.

3. The latter task required us to speculate on what the National Intelligence Officers' (NIOs') mission in national intelligence production might be.

4. As you know, in our briefing we took the position that the NIOs should play an important production management role. We came to this conclusion after "war-gaming" the detailed problems involved in producing the various proposed national products.

5. As we studied these problems we made certain tentative judgments concerning the qualities which the NIO should have, the authority which should be vested in him, and what specific responsibilities should be his. I know that you have given this a great deal of thought; however, I am passing along our ideas on this subject for any comments you might have.

[Redacted]
Acting D/DCI/IC

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Attachment:

IC Staff Assumptions re NIOs and
National Intelligence Production

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Attachment

IC Staff Assumptions re:

The NIOs and National Intelligence Production

QUALITIES

1. Based upon earlier iterations of the role which the NIOs will play, we assume that the NIOs will possess these qualities:

- a. They will have deep substantive knowledge of their geographic or functional area and will act as the senior adviser to the DCI on these matters.
- b. In addition, the NIOs will have earlier demonstrated a high degree of management ability.
- c. The NIOs will have previously displayed a sensitivity in the conduct of interpersonal communications so as to insure that the intelligence community's efforts are closely linked to specific consumer intelligence interests.
- d. The NIOs should have sufficient personal stature and rank as to be able to deal with senior NSC and CIEP officials, the Assistant Secretary level of the principal agencies of the government, and senior members of the intelligence community's collection, processing, and production organizations.
- e. While the DCI will provide the NIOs with the necessary authority to deal with senior officials, the NIOs will be expected to trade upon reason and persuasion as well as their delegated authority because they often will be functioning in areas where their lines of authority are unclear.

AUTHORITY

2. To be effective in determining consumer needs, the NIOs would need the delegated authority to speak with consumers as the personal representatives of the DCI. To translate consumer needs into product requirements, the NIOs should be able to effect change in production and collection activities. To accomplish this change, the NIO would require authority to task USIB representatives for inputs to specific products and to convene ad hoc panels of community representatives on collection and production problems. With this authority the NIOs can effect change in response to consumer needs; without it they can only advise. We assume that the DCI will delegate authority in this area.

RESPONSIBILITIES

General

3. We see the principal responsibilities of the NIOs as advisers to the DCI on substantive intelligence matters, as action officers for the DCI in accomplishing certain tasks in the intelligence community, and as managers for national intelligence products.

Crisis Periods

4. Crisis situations will place the greatest demand upon the NIO. He will conduct liaison with the national consumers to identify the issues requiring intelligence judgments, coordinate the production and collection efforts of the intelligence community, and manage the support to the DCI in NSC, WSAG, and similar tasks related to a crisis.

5. Liaison duties are likely to take considerable time in continuing crises. It would be to the advantage of the DCI to selectively use the NIO as a "back-bencher" at USIB, NSC, WSAG and 40 Committee discussions so that the essence of these discussions will be applied to the production and collection effort. The liaison activities and coordination efforts of the NIO before and after these sessions should relieve the DCI of much detail work. The result should be better organization and staff work to support the DCI as well as providing him with a tool to direct and control the intelligence community's response.

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6. Coordination of the community's production and collection during a crisis poses special problems. The press of events will dictate direct contact between the NIO and the various elements of the community to achieve timely and appropriate responses.

7. The NIO normally would not be the producer of crisis intelligence, but he could assume the responsibility for insuring that the proper questions are addressed, that the answers as well as dissenting views are presented in the most useful way for the consumers, and that the appropriate resources of the community are coordinated and applied to the problem. The IC Staff briefing proposes three national intelligence products for crisis situations: the Watch Officers Bulletin, to be produced by the National Operations and Intelligence Watch Officers Net (NOIWON), the National Analysts Summary, to be produced by the National Operations and Intelligence Analysts Net (NOIAN), and the SNIE, to be produced by an ad hoc committee of USIB representatives.

8. The beginning point in the cycle of crisis-oriented intelligence production is the National Watch Officers Bulletin. Produced by the combined efforts of the various community alert centers, the Bulletin is the initial factual product identifying what is known about an ongoing or possible crisis. The CIA Operations Center, acting in support of the DCI, will pass Bulletins to the appropriate NIOs. The NIO would have no direct responsibility for the preparation of these Bulletins.

9. The NIO could be responsible for directing the production of the National Analysts Summary. The principal purpose of this product is to provide national consumers with analysis of the impact of events on US policies and interests. The NIO could task community production elements for drafting responsibilities, identify issues to be addressed, and establish deadlines. He also could review the draft, coordinate the product to insure that dissenting judgments are clearly stated, and release the product in the DCI's name. This product will provide quick, short-range analysis and be produced within minutes to hours in crisis situations and, at the most, within a few days in potential crisis situations.

10. The SNIE is the third product available to the NIO in a crisis. His role in SNIE production management would parallel that previously described for the Summary. However, the SNIE will be more estimative in nature, more space will be devoted to the impact of events on longer term US interests, more time likely will be available for the production process, and the USIB will approve it before release.

Non-Crisis Periods

11. The NIO would serve as the link between the intelligence community and the national consumer for his functional or geographic area of responsibility. He would be expected to keep himself informed on policy issues and actions together with the ongoing intelligence collection and production efforts.

12. The briefing on national intelligence products outlined three non-crisis documents: one scheduled product entitled the National Intelligence Weekly and two event-driven products, the National Intelligence Analytical Memorandum (NIAM) and the NIE.

13. The National Intelligence Weekly will be a summation and analysis of significant world-wide events and aimed at the general interests of the national consumers. Articles may be submitted by any USIB agency. Editing and product formatting could be done by a small editorial staff under the Chief, NIO Support Staff (described in para. 20-21). The NIO's responsibility will be to insure that subjects of interest to national consumers are addressed in this publication. He will solicit or task production elements for such articles if they are not advanced on the initiative of the agencies.

14. The NIAM will be a single subject product to be produced as needed and not on a periodically scheduled basis. It could be prepared at the initiative of the NIO, or upon request by a USIB principal, or by direction of the DCI. The NIO's responsibility would parallel the steps described in the paragraph on the National Analysts Summary. The NIAM will serve as the vehicle for community coordinated intelligence studies but will not require USIB approval.

15. The NIE remains unchanged in concept, but we propose that the NIO be responsible for its production. His tasks would be to prepare the terms of reference so that the consumers' interests are addressed, task the community production elements for drafting responsibilities, and supervise the editing and coordination of the NIE. The NIO Support Staff could assist the NIO and his ad hoc NIE committee in preparing the paper for submission to the USIB and in dissemination of the approved estimate.

16. The intelligence community response to NSSM also could be the NIO's responsibility (except for net assessments). The NIOs could be the intelligence community's principal representatives at

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all inter-agency meetings or groups established to fulfill NSSM requirements. They could coordinate their efforts with the NSC Staff and insure that resulting NSC action on the response is reflected in terms of intelligence requirements as appropriate.

Other Responsibilities

17. It would be logical to take advantage of the NIOs knowledge and contacts in formulating and evaluating the collection and production strategies pertaining to his area of responsibility. We would expect the NIO to play a key role with the IC Staff in this regard.

18. In addition, the NIO's relationship with the USIB committee structures is also the subject of continuing study by the IC Staff. These matters will be covered in later briefings and memoranda. It may well be that such matters should be dealt with following the appointment of the NIOs.

19. The key intelligence questions developed by the DCI and the NSCIC could serve as a principal focal point of the NIO's efforts in coordinating community activities. The responses to the key intelligence questions will identify information needs and serve as an input to the development of collection and production strategies.

STAFF SUPPORT

20. The responsibilities of the NIO, as seen by the IC Staff, dictate the requirement for a full-time assistant with both substantive knowledge and management ability. The assistant should possess the personal qualities which permit him to act as an alter ego to the NIO.

21. There will be a need for administrative support of the NIOs. We recommend there be a NIO Support Staff responsible for common support of all the NIOs. It would provide secretarial support and editorial and production assistance. It is contemplated that it would make maximum use of existing CIA publication and dissemination facilities.

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